





# PROGRESS

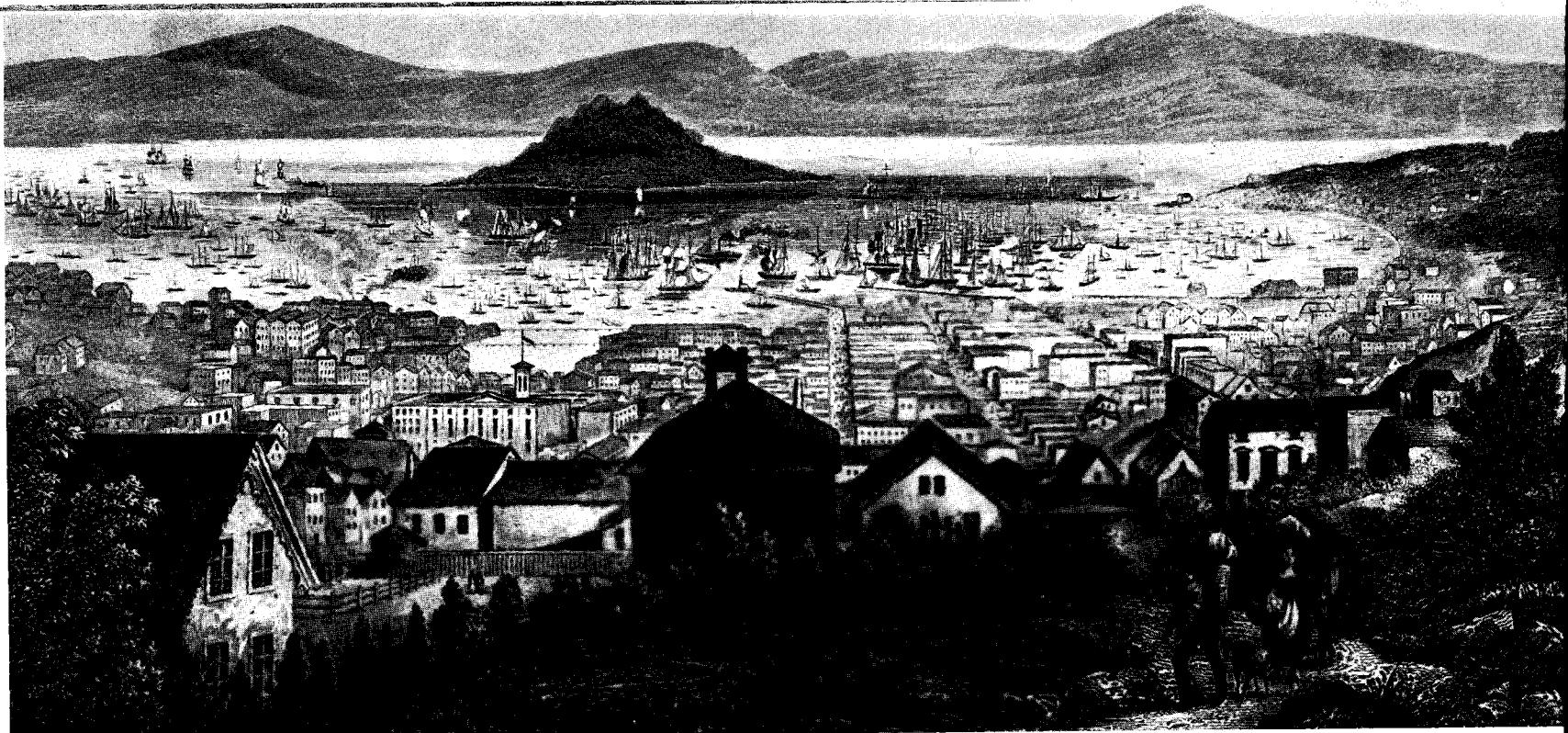
In 1947 city planning in San Francisco achieved new significance and became a major function of your city government. For the City Planning Commission—and for you—1947 was a year of outstanding accomplishment. Six years of advancement toward the development of a city planning department as progressive as any in the Nation culminated in your approval of a charter amendment giving the City Planning Commission the powers and responsibilities it needs to serve San Francisco most effectively.

On the same ballots on which you gave a mandate for the continuation of coordinated planning effort, you also authorized Progress Bonds amounting to more than \$50,000,000 to carry out transportation improvements proposed by the Mayor, Board of Supervisors, and the four city departments directly concerned with transportation. These four departments—the Public Utilities Commission, the City Planning Commission, the Police Commission, and the Chief Administrative Officer—continuing to work together cooperatively, have set up a technical staff that is now at work on a \$200,000 program to complete a comprehensive, long-range plan for transportation. This plan will be finished in 1949.

Nineteen forty-seven was memorable, furthermore, for the completion of an intensive study of the possibilities of redeveloping the blighted Western Addition District and for the initiation of a two-year program for revision of the Land Use Section of the Master Plan and preparation of a new zoning ordinance based on the most desirable use of land. The foundation for these accomplishments was laid at the beginning of the year when a new Director of Planning set about organizing the program and building a staff equal to the tasks ahead. The Civil Service Commission assisted by holding nation-wide examinations to fill permanent positions established in accordance with a reorganization plan. The Board of Supervisors provided adequate appropriations for the work to be done, and the Mayor and other departments of city government cooperated wholeheartedly with the City Planning Commission as its program progressed.

The story of the gains that marked the development of the present strong, effective Department of City Planning and the shaping of an integrated planning program is one that the City Planning Commission is proud to report. Without the support of interested citizens, the Department could not have grown and assumed its proper place in the city government. With continuing support and understanding of its program it can help to build a new city, free of crowding and congestion, magnificent as its site, worthy of the faith and devotion of your children and your children's children.

January, 1948



*View of San Francisco from Nob Hill, 1850.*

# 100 YEARS: FROM PUEBLO TO

This year and next California celebrates the discovery of gold, the founding of towns and cities throughout the northern part of the State, the spectacular transformation of the little pueblo of Yerba Buena into the City of San Francisco almost overnight. The city that we know today is the product of 100 years of building and rebuilding, until at last all but a small part of the peninsula tip that is San Francisco has been appropriated for human use.

During the greater part of these 100 years the city grew with only the most rudimentary planning. From the pueblo, laid out by a surveyor in rectilinear blocks, the newcomers of the '50's and '60's inherited a street pattern as old as man's first efforts to plan cities. They sliced away the hills and dumped countless tons of earth into the tidelands of the bay as they extended the inflexible pattern like a gigantic mesh over the steep topography. In 1867 Frederick Law Olmsted, the great Boston landscape architect and city planner, was horrified at the decision of the city fathers to accept a surveyor's plan to repeat the unimaginative and undesirable pattern in a new section of the growing city. In vain he offered to design, gratis, a street system appropriate to the hilly land. Mile on mile the parallel streets pushed westward and to the north and to the south.

In 1906 one of the greatest catastrophies in the history of any American city presented San Fran-



*View of San Francisco from Twin Peaks, 1940.*

## M E T R O P O L I S

cisco with the opportunity to become a planned city. Just the year before, Daniel Burnham, the man who gave the classic admonition, "Make no little plans," had produced a truly inspired plan for the city. But San Francisco, like other American cities of that time, had no established planning agency to champion the Burnham Plan. In their fervor to rebuild, the energetic citizens largely ignored the plan, repeated the errors of the past, gave little thought to future needs.

Since that time the city, nevertheless, has carried out some of the Burnham proposals: the Great Highway development along the ocean front, the Yacht Harbor, Aquatic Park, the Civic Center location, John McLaren Park, and the small park on Telegraph Hill. As time passes, additional features of the great planner's vision will become tangible, though in modified form, adapted to our age.

Not until 1929 did San Francisco establish a city planning commission as a separate agency of local government, charged with the responsibility under the Charter to make, adopt, and maintain a Master Plan for the physical development of the city. A wholly inadequate budget for the new Commission, however, prevented it from being more than a perfunctory organization. More than a decade was to pass before San Franciscans launched the movement that resulted in creation of a Department of City Planning properly empowered and organized to guide the development and redevelopment of a great city.

# AN ACTION PROGRAM

**1940**

Other large cities in the United States were establishing or strengthening their city planning departments. The San Francisco City Planning Commission, with a budget of only \$15,315, employed a staff of three: a secretary, a draftsman, and a stenographer. For more than a decade the Commission had been able to do little more than process routine zoning matters.

**1941**

Urged by the San Francisco Planning and Housing Association, the Downtown Association, the Telesis group, numerous other business and civic organizations, and interested individuals, the Board of Supervisors in 1941 increased the budget of the City Planning Commission to \$38,642. With its augmented funds the Commission:

*Employed a professional city planning consultant on a part-time basis;*

*Increased the staff to seven members;*

*Set to work on traffic studies and assembled basic data on population.*

**1942**

Public demand for a broader planning program gathered force. Early in the year the City Planning Commission won approval from the Board of Supervisors for a one-way street plan and for parking and left-turn restrictions in the Central Business District. Later a request for an annual budget of \$87,897 was presented. When this was approved, the Commission:

*Employed a full-time professional city planner as Director of Planning;*

*Increased the staff to 16 members despite wartime shortages of trained personnel;*

*Began work on the preparation of a Master Plan.*

**1943**

As its program expanded to include studies of land use and population, housing and urban redevelopment, and the planning of public works, the City Planning Commission found interest in its activities increasing. During the year the Commission:

*Added three more members to the staff, bringing the total to 19;*

*Completed and published a comprehensive Report on Shoreline Development, its first technical report. This included proposals for:*

- a 23-mile continuous shore drive*
- new recreational facilities*
- reclamation of tidelands*
- control of erosion and sand accretion*
- elimination of shoreline pollution*
- rehabilitation of the Ferry Building area.*

**1944**



With the advantages of city planning becoming more and more widely understood, the City Planning Commission began to assume its proper role of research and coordinating agency. It actively influenced the growth and development of the city when it:

*Prepared, at the request of the Mayor, a Six-Year Public Works improvement Program which listed in the order of their urgency and importance public works projects totaling \$131,000,000 selected from \$280,000,000 in projects submitted by operating departments of the city government;*

*Recommended, after a study requested by residents of the Sunset District, that the Board of Supervisors rezone the area from a multi-family residential zone to a single-family residential zone, since 90 percent of the structures in the District were single-family homes; the Board of Supervisors acted favorably on the Commission's recommendation.*

*Recommended, in response to public demand, that the Board of Supervisors protect the superb views from Telegraph Hill by adopting a 40-foot height limitation on buildings erected on the hill thereafter; the Board enacted the necessary legislation.*

*Published a report, "Budgeting the Land", which presented a digest and analysis of data concerning the uses of land and buildings throughout the entire city.*

*Prepared, at the request of the Board of Supervisors, a report indicating desirable boundaries for John McLaren Park, suitable parkway approaches, and a proposed plan of action to complete development of the park.*

# U N F O L D S

**1945**

As war in Europe and in the Pacific drew to a close, the City Planning Commission assisted the Citizens' Postwar Planning Committee in its study of the Six-Year Public Works Report prepared the previous year. The Committee added \$46,000,000 to the \$131,000,000 project list submitted by the Commission. By the end of the year the Commission had a staff of 20, a budget of \$94,475, and had:

*Officially adopted the framework of the Master Plan in tentative form as a basis for detailed study and later revision, thus complying with provisions of the then recently enacted Community Redevelopment Act, which requires cities desiring to rebuild blighted areas to do so in accordance with a Master Plan;*

*Prepared a special engineering report on the Embarcadero Freeway originally recommended in 1943 in the Preliminary Report on Shoreline Development;*

*Prepared reports for the Board of Supervisors recommending sites for the Wholesale Produce Market and Juvenile Detention Home;*

*Rezoned the Laurel Hill and Calvary Cemeteries for residential development, for the first time stipulating building height and lot coverages on the basis of overall subdivision plans;*

*Published the first issues of "Planning San Francisco," a news bulletin designed to inform the public on planning issues and progress.*

**1946**

Cooperative action by the City Planning Commission and other departments of city government signalled a new advance in planning in San Francisco during 1946. With a staff of 21 and a budget of \$100,245, the City Planning Commission undertook more work than ever before and concluded the year with a record of having:

*Brought about creation of the Administrative Transportation Planning Council, which through its Technical Committee composed of the Manager of Utilities, Director of Public Works, Director of Planning, and Chief of Police began work on a coordinated program of transportation improvements, including both immediate and long-range proposals;*

*Enlisted the cooperation of the Board of Education, Recreation Commission, Library Commission, Department of Public Health, Real Estate Department, and Department of Public Works in planning a 24-acre community center for the Sunset District before streets had been put through and land costs become prohibitive. The plan was approved by the Mayor and funds for land purchase were appropriated by the Board of Supervisors.*

*Collaborated with the Department of Public Works on a report to the California Division of Highways and the Joint Army-Navy Board on new streets and approaches that would be needed in connection with a second bay crossing;*

*Rezoned a six-block area in the vicinity of Mission Dolores from commercial to multi-family residential, in order to preserve the old-time character of this historic site and protect its residential surroundings;*

*Completed a study and report on the location of a central airlines bus terminal that was requested by the Chamber of Commerce, acting on behalf of the major airlines.*

*Created a separate Zoning Division to process the greatly increased number of zoning applications — 137, more than four times as many as in 1944;*

*Collaborated with representatives of the building industry and with civic groups in drafting and recommending that the Board of Supervisors adopt an ordinance establishing, for the first time in San Francisco, minimum standards for lot sizes, lot widths, and the percentage of building coverage per lot. The Board of Supervisors approved the Commission's recommended ordinance.*

*Submitted a comprehensive report on its personnel needs to the Civil Service Commission recommending the establishment of advanced national standards in the planning profession. This report paved the way for the successful reorganization that took place in 1947.*

# 1947: COORDINATED LONG RANGE PLANNING GAINS ACCEPTANCE

*After seven years of preparatory work the City Planning Commission in 1947 saw its transportation bond issue program approved by the operating departments and overwhelmingly endorsed by the voters, had its duties and powers increased by the action of the people of the City who approved a city planning charter amendment, and was enabled by the Board of Supervisors and Civil Service Commission to expand its staff to full strength, carry out a long-overdue departmental reorganization, and establish the professional staff positions on a permanent basis. Because of their significance to today's planning program, the events of 1947 are described below in detail:*

## TRANSPORTATION

### January and February:

The technical staff of the City Planning Commission, working with the staffs of the Utilities Commission, Department of Public Works, and Police Commission, devoted almost its entire effort to the preparation of a program of immediate and long-range transportation improvements for San Francisco.

### March:

The Technical Committee of the Administrative Transportation Planning Council, which coordinated work on the planning program, issued its first comprehensive report entitled "Traffic, Transit, and Thoroughfare Improvements for San Francisco." The recommendations for immediate improvements formed the basis for the proposals included in the \$50,050,000 Progress Bonds submitted to the voters in the November election, while the recommendations for more extensive improvements became the basis for a long-range transportation planning program—Phase 2 of the program recommended by the City Planning Commission in 1946. The Mayor and the ATP Council immediately approved the Technical Committee's recommendations for carrying out both the immediate and long-range programs.

### May:

In acting on the Planning Commission's budget for 1947-48, the Board of Supervisors approved a special \$200,000 fund for the long-range transportation planning program.

### June:

The Mayor appointed a Citizens' Advisory Committee to review the ATP Council's proposed immediate transportation bond issue program. The Committee subsequently reported in favor of the program and the Board of Supervisors placed it on the ballot for the November election.

### July:

The Technical Committee of the ATP Council and the Controller approved the program for the long-range planning job as recommended by the Director of Planning.

### September:

The President of the City Planning Commission presented the program for the \$200,000 long-range planning job to the ATP Council and the Mayor. The program was approved and then submitted to and approved by the Board of Supervisors.

### October:

The Commission opened a special exhibit on the immediate transportation bond issue program in its exhibition gallery and later moved the display to the foyer of the City Hall. Five thousand copies of a special issue of the Commission's bulletin were also produced for the purpose of explaining to the people the plan upon which the bond issue program was based. The Commission, acting on the recommendation of the Director of Planning, approved contracts with De Leuw, Cather and Company, consulting engineers, and with Ladislas Segoe, consulting city planner, for the preparation of the comprehensive long-range transportation plan under the direction of the Technical Committee, and work was begun immediately.



#### **November:**

The voters approved the \$50,050,000 transportation "Progress Bonds" by majorities ranging from three to one to four to one, making possible early construction of urgently needed transportation projects.

#### **December:**

By the end of the year both the immediate and long-range transportation programs were at last well under way: The Technical Committee, staffed by the City Planning Commission whose Director continues to serve as the Committee's executive officer, was coordinating and supervising the construction work made possible by the approval of the bond issue program, and the committee's first report in connection with the \$200,000 long-range planning job, "Cordon Count Data, San Francisco Metropolitan Traffic District," was published.

### **LAND USE**

#### **March:**

The Commission approved the Director's program for revision of the Land Use Section of the Master Plan and preparation of a new zoning ordinance. Ladislas Segoe, nationally known city planning consultant, was retained to advise on this two-year job and made his first visit to San Francisco to assist the staff in preparing the program.

#### **July:**

The Board of Supervisors approved the employment of William E. Spangle, city planner, to work with the staff and principal consultant on the new zoning ordinance.

#### **September:**

The Commission completed a comprehensive land use plan for the Lake Merced Area, one of 11 "planning areas" into which the city is divided. This plan was the basis for rezoning actions taken at the end of the year making possible a \$30,000,000 commercial center and multi-storied apartment development.

The Commission issued a special edition of its news bulletin explaining the program for development of the new land use plan and the new zoning ordinance.

#### **October:**

The Cow Hollow Improvement Club, which was formed with the assistance of the City Planning Commission, presented the Commission its findings and recommendations on land use in a 45-block area bounded by Fillmore, Lyon, Jackson, and Greenwich Streets.

#### **November:**

The Commission completed a comprehensive land use plan for the 280-block Western Addition District, the second of 11 such "area" plans needed before the new zoning ordinance can be drafted.

**December:**

The Commission, at the request of the Mayor, began a review of the \$12,000,000 recreation program to assure coordination with the \$87,000,000 school program and the Land Use Section of the Master Plan. The Commission's first report on this continuing job was sent to the Mayor early in January.

## URBAN REDEVELOPMENT

**January:**

The City Planning Commission issued a report entitled "The Next Step in Urban Redevelopment," recommending that the Board of Supervisors, by resolution, declare its intention to apply provisions of the Community Redevelopment Act of 1945 to Area "A," including almost all the Western Addition District.

Acting on the recommendation of the Commission, the Board of Supervisors adopted a resolution declaring that it would proceed, as rapidly as circumstances permitted, with the application of the Community Redevelopment Act to the general area designated by the Commission.

**April:**

The Board of Supervisors approved a special appropriation of \$10,000 for a redevelopment study of the Western Addition District by the City Planning Commission.

**May:**

The Commission approved the 6-month program recommended by the Director and employed Mel Scott, consultant, to work with the staff on the study.

**July:**

The City Planning Commission and the San Francisco Housing Commission jointly made a sample survey of population and housing in the Western Addition District. The Citizens' Advisory Committee on Urban Redevelopment, appointed by the City Planning Commission, held its first meeting.

**December:**

The City Planning Commission approved the final report entitled "Western Addition District Redevelopment Study" and submitted it to the Board of Supervisors for study and action on 18 specific recommendations.

The Committee on Public Buildings, Land, and City Planning of the Board of Supervisors approved immediate creation of a San Francisco redevelopment agency, as recommended in the report, and the Board itself, concurring in the action of the Committee, adopted and sent to the Mayor a resolution requesting him to appoint members of the agency.

## SPECIAL STUDIES

**April:**

The City Planning Commission issued a report entitled "The Sunset Community Center—An Achievement in Cooperative Planning," describing joint effort of seven city departments in planning a complete community center for all age groups on a 24-acre site in the Sunset District.

**May:**

At the request of the Mayor, the City Planning Commission began a review of urgently needed capital improvements planned by the operating departments in 1945. The report was completed and submitted to the Mayor in October.

**December:**

The Board of Supervisors acting in accordance with the recommendation of the City Planning Commission, disapproved a proposed ordinance authorizing the use of advertising sidewalk benches.

## ADMINISTRATION

**January:**

The staff of the City Planning Commission was completely reorganized: a new Director of Planning was appointed, unified administrative control of the planning program was established, and three staff division chiefs were designated.

**March:**

The Commission agreed upon a budget and program for the fiscal year 1947-48 and issued a report outlining a four-point program, including completion of the transportation plan, preparation of a new zoning ordinance, an urban redevelopment study, and special studies and revision of the Master Plan.

**May:**

The Commission moved to new offices at 100 Larkin Street, in the building which served during the war as Hospitality House.

James R. McCarthy, Associate City Planner, represented the Commission at the national conference of the American Society of Planning Officials in Cincinnati and reported on San Francisco's progress in city planning.

**June:**

The Board of Supervisors approved a budget of \$341,942 for the Commission—\$141,942 for regular activities and \$200,000 for the long-range transportation planning program.

**September:**

The Civil Service Commission held nation-wide examinations for the 26 permanent staff positions and certified successful candidates to positions, completing the staff reorganization which was begun 12 months earlier.

## CHARTER AMENDMENT

**January:**

The City Planning Commission approved, after discussion with the Mayor and all departments concerned, the draft of a city planning charter amendment prepared by the Junior Chamber of Commerce with the assistance of the technical staff.

**March:**

Urged by the Junior Chamber of Commerce and the San Francisco Planning and Housing Association, the Board of Supervisors approved the proposed city planning charter amendment and voted unanimously to place it before the people at the November election.

**November:**

The voters approved the amendment by a large majority. The amendment gives the Commission the most modern enabling legislation of any city planning agency in the United States and assures coordinated municipal planning on a comprehensive and permanent basis.

**December:**

In accordance with the new charter amendment, the Mayor requested the Commission to review and report on all proposed capital improvements for the fiscal year 1948-49.



**1947:**

*A community land use plan was developed for the Lake Merced Community (1) to guide the Planning Commission and private developers in this area;*

*A redevelopment plan was prepared for the blighted area in the Western Addition;*

*Acquisition of property for the school and recreation departments was begun in the Sunset Community Center project (3) planned by the Planning Commission.*

# 1948: PLANS TO IMPROVE TRANS

Grandfather in his horse and buggy could get from the railroad station at Third and Townsend Streets to the St. Francis Hotel about as rapidly as we do today with all our horse-power and streamlining. The San Francisco of his day was planned for the surrey, the Victoria, the hansom cab, the gaudy beer dray, and the laundry wagon.

Unfortunately, the greater part of the San Francisco that we know today also is more suited to the locomotion of grandfather's time than to ours. On a typical week day between 4:30 and 5:30 P.M. 30,000 automobiles and more than 700 buses and street cars struggle to leave the central business district via streets changed hardly at all from those along which grandfather's horses trotted.

True, we have traffic police, automatic signals, arterial stop signs, white lines down the centers of streets and at pedestrian crossings, parking regulations, and one-way streets to facilitate and regulate movement. But all this is not enough to assure smooth functioning of San Francisco's circulation system, upon which depends the welfare of more than a million people, counting all those who daily commute from Marin County, the East Bay, and the Peninsula, and all those who come to "the city" to shop, dine, or visit. So far as transportation is concerned, San Francisco is out of date.

## ACTION HAS STARTED ON THE TRANSPORTATION PROBLEM

Happily, the city is doing something about it. The Progress Bonds approved by the voters in November, 1947, provide for improvements within the next few years—new equipment for our transit system, extension and widening of key streets that are now bottlenecks, synchronized traffic signals, street car track removal and street reconstruction, and new off-street parking facilities.

These, however, are improvements required merely to make up for lost time and keep traffic flowing at a reasonably satisfactory tempo. They do not guarantee that San Francisco 20 or 30 years from now will be abreast of its transportation needs. To meet the demands of the future, comprehensive, long-range planning is imperative, and that

is exactly the kind of planning that San Francisco is doing today.

Gathered together, all the transportation studies that have been made for San Francisco during past decades would fill a good-sized shelf. Many dealt chiefly with transit, others largely with streets and highways, still others with the parking problem. None encompassed the total circulation problem; none considered the problem in relation to land use and the redevelopment of blighted areas, for until recently San Francisco has had no broad program designed to synthesize all phases of planning. Careful and costly as these previous studies were, they proposed essentially piece-meal solutions.

Not until 1943 did San Francisco seek solution of the transportation problem through the development of a Master Plan, as required by the City Charter. During that year and the following one the technical staff of the City Planning Commission assembled and analyzed past plans and considered new phases of the transportation problem, especially the relation of transit and traffic routes to residential, commercial, and industrial development.

By 1945 sufficient progress had been made to single out one of the important highway projects, the Embarcadero Freeway, for detailed study by a firm of consultant engineers. During that year the major efforts of the Commission were directed toward advancement of the Transportation Section of the Master Plan. When the Commission officially adopted the framework of the Master Plan at the end of the year, the general outline of a system of major thoroughfares and terminal facilities had been drawn.

## FIRST COORDINATED PROGRAM COMPLETED

With this tentative scheme as a basis, the City Planning Commission set out to secure joint action by all city departments concerned with the transportation problem. In a special report to the Mayor it stated its conviction that the problem demanded solution through a four-way approach involving mass transit, vehicular traffic, regulatory control of existing facilities, and coordination with plans for indus-

*Our old, crowded streetcars are now being replaced by modern transit equipment.*

## PORTATION

trial, commercial and residential development. Acting on the recommendations of the Commission, the Mayor in December, 1946, created the Administrative Transportation Planning Council, bringing together the Chief Administrative Officer, the Public Utilities Commission, the City Planning Commission, and the Police Commission to prepare a coordinated program of transportation improvements. This body appointed a Technical Committee composed of the technical heads of the four departments directly concerned with transportation: the Manager of Utilities, Director of Public Works, Director of Planning, and Chief of Police.

On March 1, 1947, the Committee, assisted by the technical staff of the City Planning Commission and the staffs of the other departments represented, issued an 84 page report entitled "Traffic, Transit, and Thoroughfare Improvements for San Francisco." This report not only recommended prompt execution of certain war-deferred capital improvement projects and maintenance projects; it pointed out the necessity for developing a comprehensive long-range transportation plan and urged that \$200,000 be appropriated to complete the plan.

The report was a milestone. The Mayor and the Board of Supervisors considered and accepted its recommendations. The voters in November overwhelmingly approved the bonds needed to finance the recommended immediate projects. Now work is proceeding on the 18-months study that will produce, at long last, a comprehensive, long-range transportation plan for consideration and adoption by the City Planning Commission as the Transportation Section of the Master Plan.

For the first time in the history of San Francisco, all the city departments concerned are working on the preparation of a comprehensive plan. The department heads themselves are participating in the planning work and making basic planning decisions. When the work is completed, the city will have not just another plan prepared by an "expert" who will have delivered it to local officials, collected his fees, and departed from the scene, leaving the plan behind to gather dust. When this plan is complete, it will have the





*The streets of a city are its lifestreams. The easy movement of persons and goods within a city has always been dependent upon an efficient street pattern to carry people and vehicles.*

*San Francisco's transportation troubles began 101 years ago when the rectangular grid of narrow streets, laid down on the shores of Yerba Buena Cove by a Swiss sailor 10 years earlier, was enlarged and extended, without regard for the topographic facts of San Francisco life, over the precipitous hills to the west.*

*Now, a century later, San Francisco is engaged in the development of a comprehensive and long-range Transportation Plan to overcome the faults inherited from the past, to accommodate the present, and to prepare for the future.*

full understanding and full approval of all the agencies which must carry it out, for the plan will have been locally conceived.

### **SPECIAL STAFF SET UP**

To prepare the long-range plan the Technical Committee has set up a special staff with central offices at the City Planning Commission at 100 Larkin Street. Two consultants, responsible to the Technical Committee, have been engaged to work with the Committee and its staff. The consultants will prepare technical reports on particular aspects of the study and on the basis of the reports and the continuing advice of the consultants the Technical Committee will complete its comprehensive plan.

De Leuw, Cather and Company, internationally experienced transportation engineering firm in the fields of public transit, freeway location and design, trucking and railroad operations, and traffic engineering, has been engaged by the City Planning Commission as transportation consultant to the Committee. Several specialists from the firm are participating on the job from time to time in addition to its resident representative and its president, Mr. Charles E. De Leuw.

Ladislas Segoe, City Planning Consultant, who has been working with the City Planning Commission in the development of its land use plan and new zoning ordinance, is working with the Technical Committee to correlate the development of these two plans.

The local staff of the Technical Committee consists of departmental representatives from each of the four departments and a clerical and drafting staff. The staff manager is a member of the regular staff of the City Planning Commission.

### **TOTAL JOB WILL REQUIRE 18 MONTHS**

Work commenced on the long-range job in October, 1947. The full staff work will be completed in one year. An additional six months will be required to correlate all phases of the plans, to prepare a program for effectuating the plan, and to publish the comprehensive report.

### **OCTOBER—JANUARY: THE JOB THUS FAR**

The first four months of the transportation study have been primarily devoted to the gathering and analyzing of facts. A cordon count of all vehicles, passengers, and persons entering and leaving the Metropolitan Traffic District has been made and a 140-page compilation of this data has been published for technical use. An inventory of on-street and off-street parking facilities has been taken, traffic and transit volume counts have been made, and origin-destination data compiled by the Public Roads Administration and State Division of Highways is being analyzed.

### **FIRST STAGE TRANSIT REROUTING PLAN**

For the purpose of developing an equipment acquisition and reconstruction program that would be in accord with long-range plans being developed, the Technical Committee early in 1948 considered and acted upon a first-stage transit rerouting plan designed to be put in effect within four years with bond issue funds. Effectuation of the plan will result in immediate service improvements and will be the first step toward implementing the long-range plan being developed.

### **THE FINAL EFFECT OF THE PLAN**

When completed, the City, the State, and all private companies and groups engaged in or concerned with any phase of transportation will have an approved and acceptable guide for future development. The result will be constant improvement in transportation facilities directed toward a unified purpose and goal. The City Planning Commission, which is required by a recently voted charter amendment to review all capital improvement projects, will have as a guide a plan which all departments will be following in their improvement programs.

Above all, San Francisco will have ended all uncertainties. It will have a comprehensive transportation plan and will be free to devote its energy and resources toward fulfilling it. San Francisco will know where it is going and how it is going to get there.

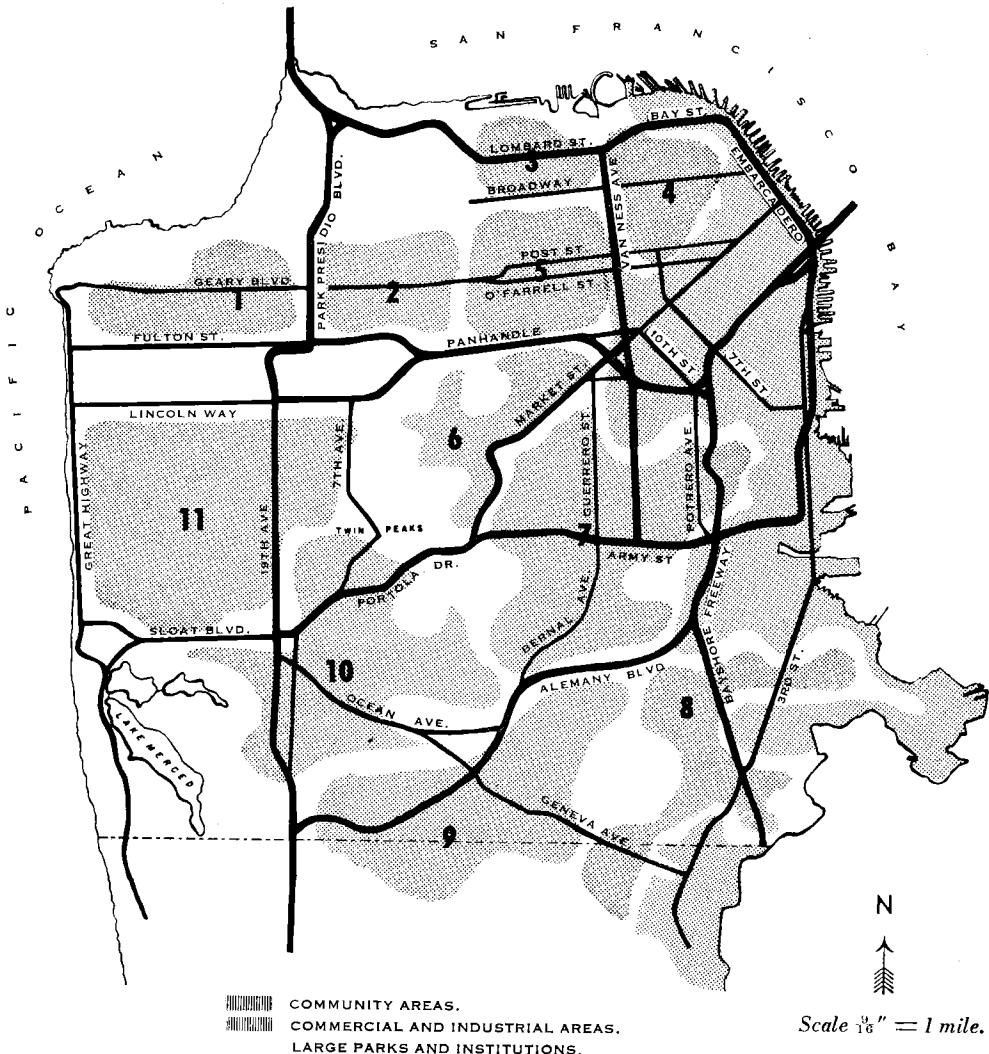
# 1948: PLANS TO IMPROVE

Other growing cities in the United States overflow into the surrounding countryside. San Francisco, girded on three sides by water and on the fourth by a range of hills, cannot so easily solve the problem of additional space for living and working. If it desires to accommodate a greater population or to provide more adequately for its present population, it must use more advantageously the 44.3 square miles that constitute its total land resources.

When the city was young, it developed with a kind of primitive logic. On Yerba Buena Cove, where captains from Boston had once traded calico for tallow and hides, the commercial center sprang up. As the tidelands were filled in, the business district pushed outward as far as deep water. The first industries found locations on the bay shore and in nearby lowlands. Houses crept up the hills, wall to wall on 25-foot lots, or spread over the valleys to the west. The flat land south of Market Street, also was residential.

Inevitably the harbor became a great international port. Outgrowing its shoreline location, industry invaded the residential blocks south of Market Street. Then one morning in 1906 the city trembled and reeled, and fires broke out in shattered buildings. The normal development of the city was thrown entirely out of balance by the catastrophe. Small industries in outlying neighborhoods rebuilt and expanded on old sites, destroying the residential character of their surroundings. New apartment houses, six or more stories in height, rose amid single-family homes, cutting off light and view and robbing home owners of the privacy of their backyard gardens. In short, many square miles of San Francisco were blighted by the indiscriminate mixture of residential, commercial, and industrial structures.

In 1921 San Francisco made its first effort toward more orderly use of land. It adopted a zoning ordinance establishing five types of zones: single-family residential, multiple-family residential, commercial, light industrial, and heavy industrial. New structures were required to conform to the use established for the zone in which they were erected. Although the ordinance represented a forward step in city planning, it was based on the existing rather than the most desirable use of land. No scientific studies had preceded it to indicate the most logical distribution of population and the proper relationship of one area to another.



Tentative Community Boundaries, January, 1948. Based on the Master Plan of San Francisco.

# THE USE OF LAND

In the 27 years since this ordinance went into effect other cities have developed better zoning legislation. In comparison with their carefully drawn ordinances the San Francisco ordinance is indeed faulty:

It makes no clear division between "living" and "non-living" areas.

Some areas zoned for residential use are more desirable for industry.

In certain areas an excessive amount of land is zoned for commerce, retarding use of the land for other purposes.

In some parts of the city there is no effective transition between heavy industrial zones and single-family residential zones.

There are not enough different types of zones—for example, the ordinance makes no distinction between a two-family, two-story flat and a 100-family, 20-story apartment house, or between a neighborhood grocery and a community dry-cleaning plant.

The administrative procedure is cumbersome and outdated.

Steps toward revision of the zoning ordinance were first taken in 1943. In that year the City Planning Commission began compiling and analyzing basic data concerning the use of land throughout the entire city. These data had been collected by WPA workers in 1937 but had never been tabulated and summarized.

A report, entitled "Present and Future Uses of the Land," presenting the data in usable form and briefly exploring application of the data to long-range problems was completed and published in November, 1944.

The following year the technical staff prepared a preliminary land use plan, which the City Planning Commission officially adopted on December 20, 1945, as the Land Use Section of the Master Plan. Though incomplete, this tentative plan was sufficiently broad to serve as a framework for other planning studies.

During 1946 a large increase in the number of zoning applications served to emphasize the need for early revision of the zoning ordinance. Improvement was made, however, in the administration of the existing ordinance by establishment of a Zoning Division, which is responsible for answering zoning inquiries, summarizing and

analyzing applications, and making recommendations for action to the Director of Planning and the City Planning Commission.

On January 23, 1947, the Commission adopted as part of the four-point program for the year recommended by the Director of Planning a proposal to revise the land use plan and draft a new zoning ordinance based on the revised plan. Ladislas Segoe, nationally known city planning consultant, arrived in March to advise the Commission and staff on the program and in particular to outline procedure for preparing the new land use plan revision and the zoning ordinance. With his assistance the staff drew up and the Commission approved a two-year program for completing the work. The Board of Supervisors provided the necessary funds for the undertaking in the 1947-48 budget and in July the Commission employed William E. Spangle, city planner, on a full-time basis to collaborate with the staff on the new land use plan and zoning ordinance.

The two-year program is divided into four parts: (1) compilation of up-to-date land use information; (2) designation of living areas, including shopping centers, neighborhood parks, and playgrounds, and non-living areas, including industrial sections, railroad yards, harbor facilities, the central business district, military reservations, and large parks; (3) revision of the Land Use Section of the Master Plan, and (4) drafting the new zoning ordinance.

The new land use plan will show how the living area of the city can be organized into 11 community areas, each composed of several neighborhoods. Because San Francisco has a fairly well defined pattern of natural communities, this type of organization can be more easily achieved here than in most other cities.

The new zoning ordinance, legal instrument for carrying out the new land use plan, will be presented to business and civic groups at conferences and to residents of various neighborhoods at public hearings, so that all San Franciscans may understand how it affects them and may express approval of it or suggest modifications. The City Planning Commission then will make such adjustments as seem desirable and will finally recommend that the Board of Supervisors enact the ordinance. The city thereafter will be guided in its development by controls as modern and soundly conceived as those of other farsighted communities.

# 1948: PLANS TO REDEVELOP BLIGHTED AREAS

Growth and decay have been inseparable in the history of San Francisco. As new districts were built up, older ones deteriorated. One by one, Chinatown, the area south of Market Street, the Western Addition District, parts of the North Beach District and of the Mission District have become shabby, overcrowded, and detrimental to the welfare of the people who live in them.

Until recently the majority of citizens accepted the decline of these areas as inevitable, like the approach of old age or the fall of leaves in autumn. In a civilization whose standard of living had advanced as rapidly as ours, was not obsolescence inescapable? Was it not natural that some neighborhoods once noted for their fine homes or their picturesque quarters should end as blighted areas, full of dingy rooming houses, converted apartments, and downright slums?

Today more and more San Franciscans are realizing that it should be possible for a neighborhood to grow old without becoming a social and financial burden to the city. One important factor in blight—the changes in architectural design that have always caused all but the most inspired buildings to look outmoded after a few decades—cannot be fully avoided. But the other evils, those stemming chiefly from unplanned growth, today can without question be relegated to the past by the intelligent application of modern city planning techniques. San Francisco's blighted areas are all products of an age in which the causes of urban decay were scarcely understood, nor did it possess the necessary machinery for preventing poor development and ultimate deterioration. Today we have the knowledge with which to reclaim blighted areas and erect new projects so designed that they will not carry within them the seeds of their own destruction.

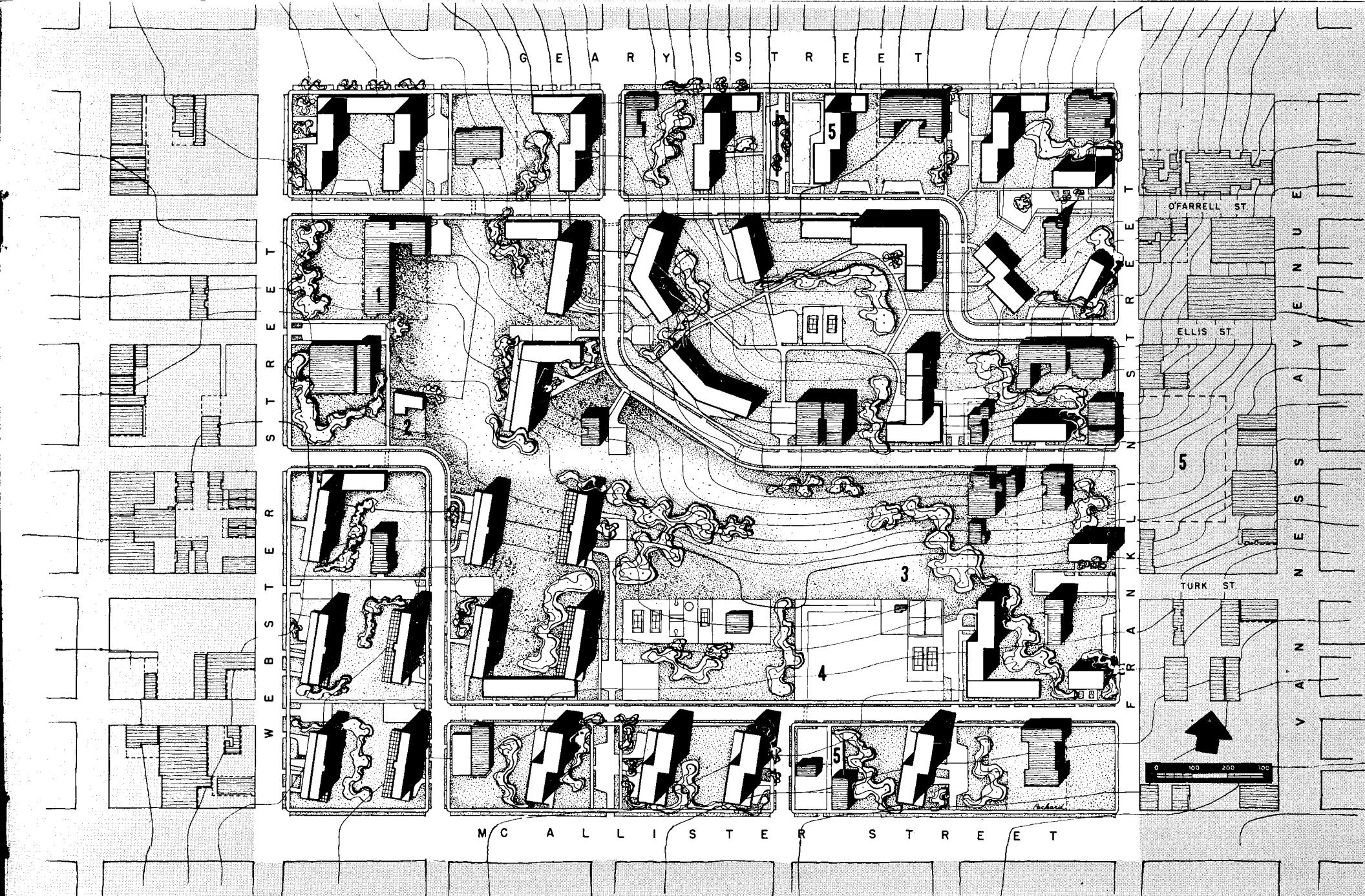
In 1945 the City Planning Commission published, as one section of the Master Plan, a report entitled "The Redevelopment of Blighted Areas," in which it identified the causes of neighborhood decline and stagnation. Age was but one of the causes of decline, and not the most serious, for every city has some old areas that have been well

maintained and are still good. The indiscriminate mixture of commercial and industrial enterprises with residential uses, the crowding together of structures, the use of residential streets for through traffic, the lack of zoning protection, the transformation of single-family homes into badly arranged apartments, and the lack of open space for relaxation and play were cited as contributing to the degradation of neighborhoods.

The report listed four types of blighted areas: those characterized by poor housing and bad social conditions; those in which mixed or improper uses have resulted in low values and general economic dislocation; those in which development has been almost completely retarded because of faulty planning of streets and lots; and those subject to inundation and other adverse conditions.

On the basis of data from the Real Property Survey of 1939, the Housing Census of 1940, and records of the Health, Fire, Police, and Public Welfare Departments, the Juvenile Court, and the Community Chest, the technical staff of the City Planning Commission prepared maps showing nine areas in San Francisco that are seriously blighted. A detailed study of conditions in one, the Western Addition District, revealed that it could qualify for reconstruction under the then newly enacted Community Redevelopment Act. This Act provides for acquisition of blighted properties by a local redevelopment agency, through eminent domain proceedings if necessary, and for their resale or lease to private enterprise to rebuild in accordance with the Master Plan of the community and in conformity with standards established by the local planning commission.

In 1946 the San Francisco City Planning Commission recommended to the Board of Supervisors that a large part of the Western Addition District, described as Area "A," be declared a redevelopment area under terms of the Act. When the Board indicated that it would prefer to have the Commission designate several small areas that would be suitable for rebuilding, the Commission pointed out that an attempt



1. RAPHAEL WEILL ELEMENTARY SCHOOL.
2. PROPOSED NURSERY SCHOOL.
3. JEFFERSON SQUARE.
4. MARGARET HAYWARD PLAYGROUND.
5. PROPOSED SHOPPING CENTERS.



EXISTING BUILDINGS.



PROPOSED 10 STORY APARTMENTS.

### URBAN REDEVELOPMENT:

Tentative site plan for the Jefferson Square neighborhood. This site was selected by the Planning Commission as the proposed project area number one in the Western Addition District, in order to show in concrete form how a redeveloped area would look when rebuilt according to modern standards of neighborhood planning.

to do this without first having a general plan for the entire area would result in piecemeal planning. The report in which the Commission presented its views and outlined the steps which it believed should be taken was entitled "The Next Step in Urban Redevelopment" and was submitted to the Board in January, 1947.

Acting on the advice of the Commission, the Board of Supervisors adopted a resolution stating its intention to apply the provisions of the Community Redevelopment Act to Area "A." In April the Supervisors appropriated \$10,000 for a special study that would explore fully the possibilities of rebuilding the area in accordance with terms of the Act. The City Planning Commission was requested to prepare a tentative general plan for the Western Addition District, a tentative detailed site plan for one project area within the District, and a financial analysis showing how a redevelopment project might be financed.

In May the Commission, acting on the recommendation of the Director of Planning, employed Mel Scott, consultant, to work with the technical staff on the special study. Not only was an intensive analysis of existing conditions in the district made; city-wide and regional trends that would affect the District in the future were investigated. Its functional relationship to surrounding areas, particularly the central business district, was carefully considered. After a general plan had been prepared dividing the District into eleven neighborhoods, one of these, the Jefferson Square Neighborhood, was selected as Project Area Number One, where rebuilding should begin.

In its comprehensive technical report to the Board of Supervisors, which was completed and submitted on December 29, 1947, the City Planning Commission pointed out that high land costs, high construction costs, high valuations on new structures, a shortage of housing for displaced families, and determination of the constitutionality of the Community Redevelopment Act are obstacles to be overcome before large-scale rebuilding can be undertaken. It recommended, nevertheless, that the Board of Supervisors declare the Western Addition District a redevelopment area and adopt a resolution requesting the Mayor to appoint members of a redevelopment agency, in order that further effort might be made to interest private enterprise in replacing blighted areas with good rental housing for families of moderate income.

On the recommendation of its committee on Public Buildings, Land, and City Planning, the Board promptly adopted a resolution calling upon the Mayor for the appointment of a redevelopment agency.

While action on urban redevelopment currently is the responsibility of others, the City Planning Commission is continuing its interest in the reclamation of blighted areas and is making other studies which will assist it in preparing plans for the rebuilding of still other deteriorated areas of San Francisco. These studies, like the special study of the Western Addition District, will show that, once reorganized in accordance with high standards, formerly decayed sections of the city will be fortified against the reappearance of the present undesirable conditions. Neighborhoods will have adequate school sites, parks, playgrounds, community facilities, conveniently located stores for day-to-day shopping, and nearby transit facilities. Buildings will be located far enough apart to insure good light, air, and outlook. Residential streets will be designed to discourage through traffic and make the neighborhood safe for children, elderly persons, and pedestrians generally. San Francisco's struggle to gain space for living and for play will be a thing of the past, for it will have achieved the planning controls necessary to insure perpetuation of pleasant and healthful living conditions.



# 1948: SERVICE TO PUBLIC AND PRIVATE AGENCIES

Because its primary function of developing and continuously refining the Master Plan gives the City Planning Commission not only a broad but intimate knowledge of the city, it is in a position to offer unique service to other agencies of government, State and Federal as well as local, and to private groups. No other agency has the express responsibility of viewing the city in its entirety and considering how each proposed improvement will relate to numerous others that are planned. Nor does any other public body have the special assignment of looking always to the future and visualizing what the city can become through coordinated action by both government and private enterprise.

The Mayor, the Board of Supervisors, various city departments, social welfare organizations, Federal agencies, real estate groups, public utility companies, neighborhood improvement clubs, and countless individuals call upon the City Planning Commission for information and assistance. The Commission itself frequently initiates action on problems requiring cooperation of several city departments or joint effort by public and private organizations.

During 1947 the City Planning Commission undertook several special studies which illustrate the way in which it serves the community:

## PUBLIC WORKS IMPROVEMENT PROGRAM

In April, 1947, the Mayor requested the City Planning Commission to compile a list of urgently needed public improvements, exclusive of those programmed earlier in connection with the transportation program, from project proposals submitted by eight city agencies. On October 31 a completed file of projects needed during the next six years was delivered to the Mayor. The list was in effect a revision of the Six-Year Public Works Report compiled by the City Planning Commission in 1944 and amended the following year by the Commission and the Citizens' Postwar Planning Committee. Projects that had been completed, replaced by alternate proposals, consolidated into larger projects, or already started were eliminated from the 1947 list.

## ACTION ON SUBDIVISION PLANS

Before taking final action on layouts of subdivisions that are presented to it, the Department of Public Works submits them to the City

Planning Commission for review, in order to avoid conflicts with proposals contained in the Master Plan. In 1947 plans for six new subdivisions were referred to and reported on by the City Planning Commission.

## COW HOLLOW IMPROVEMENT ASSOCIATION

The staff of the City Planning Commission aided a public-spirited group in the Pacific Heights area in forming the Cow Hollow Improvement Association and in carrying out a field study for establishment of a neighborhood district. The study included a detailed land use survey of a 45-block area bounded by Fillmore, Lyon, Jackson, and Greenwich Streets. The Association will have valuable suggestions to make in connection with the new land use plan and zoning ordinance.

## TALKS TO ORGANIZATIONS

A gauge of the interest in the Commission's activities is the number of invitations to commissioners and staff members to speak on the work of the department. During the past year talks were given to the San Francisco Planning and Housing Association, Teachers Institute, San Francisco Junior College, National Conference on Planning, Jefferson-Lafayette Improvement Club, League of California Cities, Junior Chamber of Commerce, Society of Residence Appraisers, Women's Architectural League, Stanyan District Coordinating Council, Potrero District Coordinating Council, Serra Club, and the University of California student planning association.

In addition to these special studies and activities, the Commission reviewed and reported on referrals from the Board of Education, Recreation Commission, Library Commission, and Park Commission. The Interdepartmental Committee on the Sunset Community Center was serviced by the Commission's staff during the year and a great amount of work was done in collaboration with three private builders in the preparation of a comprehensive land use plan for the Lake Merced Area. Working with the builders, the staff of the Commission effected many changes in proposed layouts that were advantageous both to the subdividers and to the public. The final plan calling for a \$30,000,000 housing and commercial development was adopted by the Commission as the basis for rezoning actions and is now being made a reality.

# ORGANIZATION FOR THE JOB

Planning for planning was necessary. Sound departmental organization, capable personnel, adequate legislative authority, and an ample budget are essential for good planning. The San Francisco Department of City Planning now has all four.

During 1947 a complete staff reorganization was effected which clarified the relationship between the City Planning Commission and the Director of Planning and between the Director and the Secretary of the Commission, who previously had exercised appointive powers. Full authority as well as full responsibility for developing and administering a unified program for the Commission was placed in the hands of the Director. Within the technical staff three well defined divisions, Planning Administration, Master Plan, and Zoning Administration were established.

With the full cooperation of the Civil Service Commission the personnel problem was fully explored, and after much study a position-classification plan consisting of seven professional planning classes was adopted and six new permanent positions were created. The Board of Supervisors aided the effort to "plan for planning" by passing an appropriation ordinance which permitted establishment of salaries comparable to those in planning departments in other large cities. Not only were threatened losses of qualified personnel avoided; when nation-wide civil service examinations were held in September for positions set up under the new classification plan, city planners in many parts of the country competed for positions in San Francisco. The department today has one of the best trained, most well balanced, and most experienced staffs in the United States. The Board of Supervisors provided ample funds for the regular and special work of the department when it appropriated a total of \$341,000 for the fiscal year 1947-48.

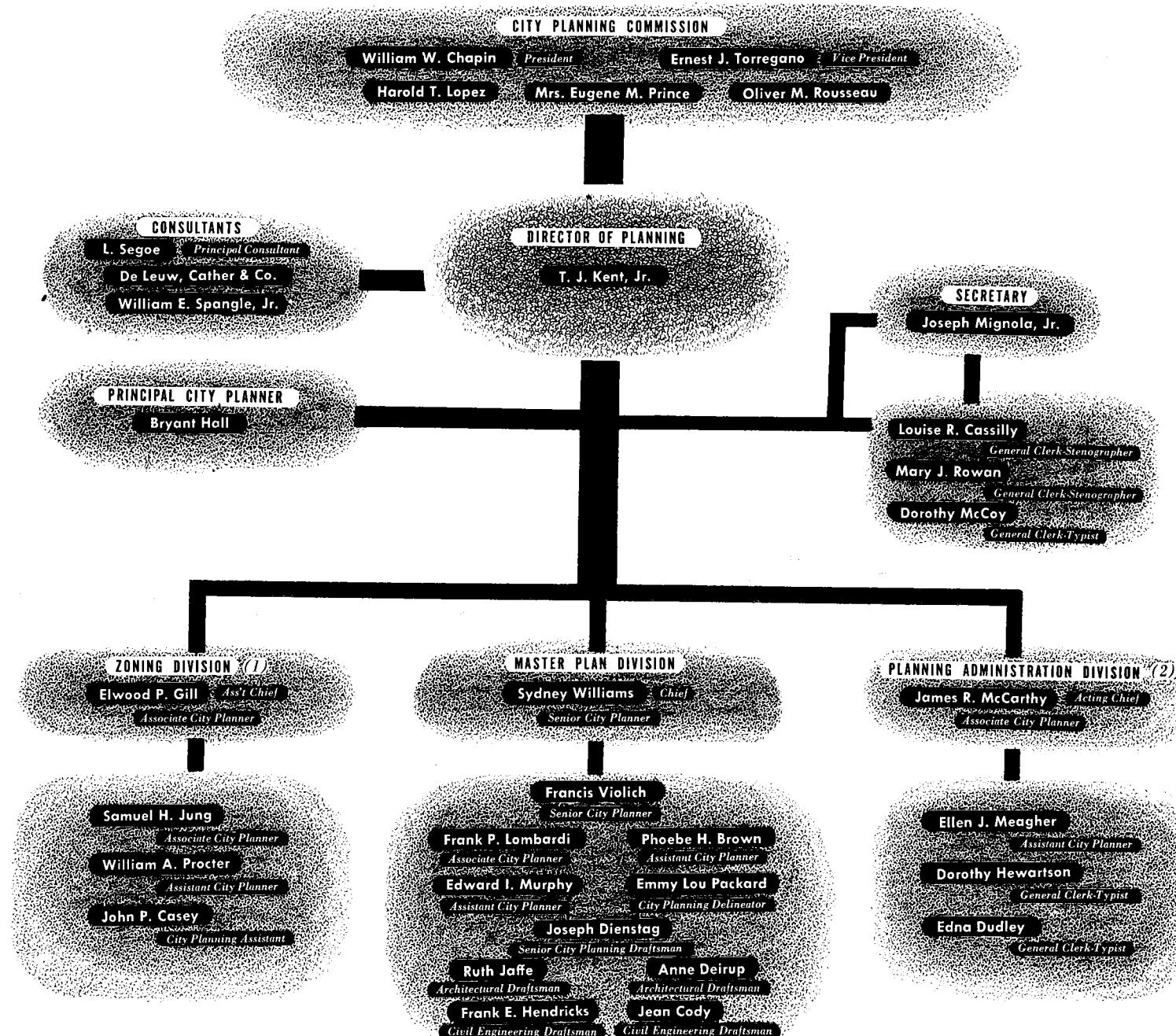
The Junior Chamber of Commerce took the initiative in the all important work of drafting a city charter amendment

that would give the Department of City Planning unquestioned authority to guide development of the city in accordance with the Master Plan. The technical staff provided expert advice, and other civic organizations, such as the San Francisco Planning and Housing Association, the Downtown Association, and the San Francisco Chamber of Commerce, supported the movement for the amendment. The voters recognized the value of the new legislation when they approved it 125,987 to 79,984 on November 4, 1947.

Under the new amendment the City Planning Commission is charged with the responsibility of compiling, coordinating, and preparing an annual program of capital improvements based on proposals of the operating departments of city government. The Board of Supervisors may only appropriate money for a capital improvement project after it has been referred to and reported on by the City Planning Commission. Moreover, the Board may not adopt any ordinances or resolutions dealing with the acquisition or sale of public property or with changes in the use of property until the Department of City Planning has reported regarding conformity of the matter to the Master Plan. The power of the Board of Supervisors to make final decisions, however, has not been changed. The City Planning Commission will continue to serve as a purely advisory agency. This is as it should be, and the Commission is quick to point this out. The new procedure simply means that the Commission is now assured an opportunity to be heard on all matters affecting the Master Plan before final action is taken.

The new amendment further safeguards development of the city by requiring that all plats or replats of subdivisions and project plans for public and private housing, slum clearance, and the redevelopment of blighted areas be submitted in tentative form to the City Planning Commission for its report and recommendations.

# STAFF ORGANIZATION CHART • SAN FRANCISCO DEPARTMENT OF CITY PLANNING



(1) Principal City Planner is Acting Chief of Division in addition to other duties.

(2) James R. McCarthy was Chief of Division from August, 1946 to January, 1948. George Duggar, Senior City Planner, joined the staff and was appointed Division Chief in January, 1948.

# THE NEXT 100 YEARS



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A greater city will be  
planned and built. If citi-



zens generally come to accept the standards agreed upon by men and women who have given the most study to the problems of urban communities, the Nation can look forward to an age of city rebuilding. During the next century there will be continuing effort to apply high standards to give our people the kind of environment that is possible in the light of our technological and sociological knowledge.

San Franciscans, in the process of developing a Master Plan, have been comparing the city that exists with the city that could be—a city with a smooth-functioning circulation system, healthful housing, neighborhoods with adequate parks, playgrounds, schools, social halls, branch libraries, and public health offices, efficiently organized business and industrial areas, and outstanding cultural and recreation facilities. They have discovered many excellent features of the city of today that can be integrated into the city of tomorrow. But they have learned that much must be replaced, and the task, viewed in its entirety, poses problems that might be discouraging to the fainthearted.

San Francisco, however, is a city with a tradition of accomplishment. It lacks none of the means for creating a greater, more livable community. The City Charter provides the legal foundation for a sound program of planning and for construction of public improvements in accordance with a Master Plan. Funds, public and private, will be available for worthy projects, for San Francisco is prosperous and will share in the inevitable growth of the State. Of planning, engineering, architectural, and administrative talent there is an abundance. San Francisco has produced eminent professional men and women and has attracted and will continue to attract many more. Citizen pride, the most intangible and most essential element in the formula for community advancement, is aroused and can be employed as the driving force in the future program if full and authoritative information on constructive proposals is willingly supplied by officials and civic leaders.

## GOALS

The last seven years have been outstanding in the development of the City Planning Commission as a strong and useful agency of the city government. Yet the steps forward merely point in the direction of the objectives that have been set forth in the program of the Commission and in the new charter amendment which expands its functions and duties.

While maintaining a long-range point of view toward the development and growth of the city as a whole, it is the duty of the Commission to help and serve the Mayor, the Board of Supervisors, and the operating agencies of the city in immediate problems of land use and in the coordination and evaluation of current capital improvement projects in relation to the Master Plan. The City Planning Commission alone,

of all governmental agencies, has jurisdiction over and direct interest in comprehensive land use planning, and this has been and will continue to be its primary responsibility.

## PLANS

Two major jobs are now successfully under way, both of which are fundamentally essential to the sound development of San Francisco. One is the completion of the Transportation Section of the Master Plan, which work is now programmed, financed, and under way under the direction of the Technical Committee. The other is the revision of the Land Use Section of the Master Plan and the preparation of a new comprehensive zoning ordinance based on the Plan. Both projects are scheduled for completion in 1949.

Also urgently in need of continued planning action is the third section of the Master Plan—the Urban Redevelopment Section. The first report on one specific area in the city has been completed by the City Planning Commission and responsibility for immediate action, on the basis of this report, lies for the present in other hands. The City Planning Commission will, however, continue to give attention to certain phases of redevelopment in the Western Addition and other areas, for it is important in itself and as part of the studies on transportation and land use. All three of these portions of the planning job are interdependent and must be carried forward together.

The preparation of an annual capital improvement program is now a function of the City Planning Commission as well as the compilation of an annually revised six-year capital improvement program. Routine administrative responsibility for the zoning ordinance will share an increasingly important part of the daily work of the department as building restrictions are relieved during the coming years. Planning is a continuing process and as new problems arise the City Planning Commission will be better able to serve the city government and its citizens as its program progresses.

## ORGANIZATION

The tools with which to work—technicians, consultants, space, and equipment—are now satisfactory for the objectives set forth. No further expansion of the permanent staff will be necessary; this is a result of the cooperation of the Mayor, the Board of Supervisors, and the other departments of the city government, notably the Civil Service Commission, in establishing the present organization. From now on the City Planning Commission and its staff, with its objectives clearly defined and its work program focused on the major problems confronting city government, can concentrate on developing effective plans that will help San Francisco, the world-loved City by the Golden Gate, become increasingly a city with a purpose, a program, and a future meriting great expectations.



## FORMER COMMISSION AND STAFF MEMBERS

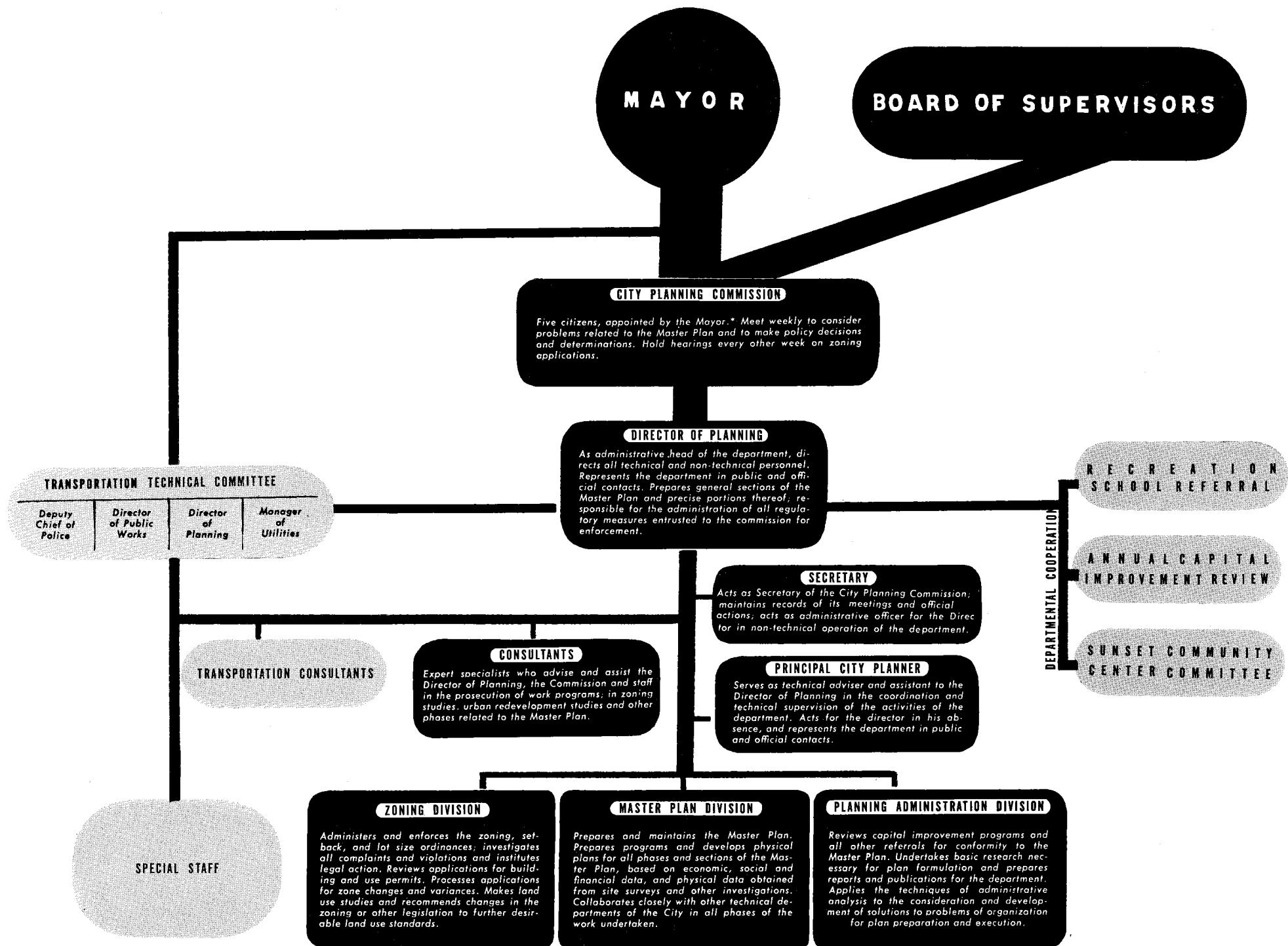
*The Commission members shown on page 21 were appointed in January, 1948. Between 1944 and 1948 Gardner A. Dailey, Morgan A. Gunst, George W. Johns, Mrs. Charles B. Porter, J. Joseph Sullivan, James J. Walsh, Michel D. Weill, and Herman Weinberger served as members of the Commission. During the remaining period covered by this report, 1940 to 1944, W. W. Chapin, Con F. Collonan, Clarence H. King, Milton Meyer, Mrs. A. W. Stokes, Douglas Dacre Stone, Carlton H. Wall, and William P. Wobber served as commissioners. Members of the staff who made important contributions to the work and who are no longer with the Department include L. Deming Tilton, Director of Planning from 1942 to 1946, Glenn Hall, Edgar Bissantz, Harry Sanders, J. Roger Deas, Clarence J. Dunleavy, Mark Jorgenson, George Melville, George Paulsen, Squire Knowles, Leonore Upham, and Barbara McKie.*

*The report was written by Mel Scott, Francis Violich and T. J. Kent, Jr., and was designed by Emmy Lou Packard.*



*Photographs: on pp. 1 and 23 by Clyde Sunderland; on pp. 3 and 12 by Gabriel Moulin; page 7, S. F. Examiner; page 9, Samuel Jung; page 11, Emmy Lou Packard.*

# FUNCTIONAL ORGANIZATION CHART • SAN FRANCISCO DEPARTMENT OF CITY PLANNING



\*When new charter provisions become effective in 1948, the Chief Administrative Officer and Manager of Utilities will become members.